

CANADIAN

# Welfare

9  
April 15

Since wars begin in the minds of men, it is in  
the minds of men that the defences of peace  
must be constructed . . . . Peace must be  
founded, if it is not to fail, upon the intellectual  
and moral solidarity of mankind.

— Constitution of the United Nations Educational,  
Scientific and Cultural Organization.

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When British Columbia's new Department of Health and Welfare was set up in October, 1946, **E. W. GRIFFITH** was appointed Deputy Minister of Welfare. He brought to the position many years of experience in the Public Works De-

partment both in Vancouver and interior points, in the Department of Labour where he served as Administrator of Unemployment Relief, and in the Provincial Secretary's Department where from 1942 to 1946 he acted as Assistant Deputy Provincial Secretary in charge of all social welfare services for his native Province. World War I claimed five years of his life; from 1914 to 1919, Mr. Griffith served overseas with the Second Canadian Mounted Rifles.

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## *The Rent We Pay*

**C**ANADA belongs to the United Nations Educational, Scientific and Cultural Organization which is committed to the concept "that since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed." Such a membership is a call to mature thinking both nationally and internationally, and it is a large responsibility for a new country, only comparatively recently accorded national status. New countries are usually thought of as the home of new opportunities, but the people who live in them cannot avoid their ancient heritage of custom and prejudice which keeps alive traditional concepts regarding race, religion, language and the proper ordering of society.

We have become "one world" in a way undreamed of by those who smiled at the imaginings of Jules Verne when he wrote *Around the World in Eighty Days*, but it has all happened so fast that we accept the idea with our minds more than with our imagination. When Lindbergh flew the Atlantic twenty years ago, we were breathless at the speed made possible by an air age. When Wendell Wilkie went round the world in 160 hours of flying time we glimpsed some of the less tangible implications of fast travel. It took an atomic bomb, however, to convince us that from 1945 on neither whistle-stop nor metropolis were safe from the will to destroy, but the "cauld grue" that Hiroshima gave us is apt to be forgotten in a sea of words about the causes of war.

It is easy to get lost in the maze of "symptoms" which we see around us, such as economic conflict, boundary disputes, armament races and so-called population pressures, but membership in UNESCO demands a will to action not only in helping the other fellow set his house in order but in never losing sight of the war-provoking attitudes which can grow unrecognized and unchecked in our own backyard. Acts of Parliament will not eliminate them and Royal Commissions will not control them. A program of immunization is called for if we are to demonstrate a democratic way of life, which will make Canada's membership in UNESCO meaningful to harassed countries who wonder if the "long labour of liberty" is worthwhile.

How does "immunization" work? Social security is one imperative. There must be security of employment at a living wage. There must be housing which is adequate and reasonably priced. There must be health services available to all without intolerable expense. Education, which has been considered a right for many years, must be freed from the malnutrition which has limited the schools, crippled their program and sent many underpaid teachers off to other employment. Welfare services, which have been a sort of ambulance service for the unfortunate must grow into an outward expression of the community's sense of responsibility for the people who make it up. Only intelligent citizen participation will bring this about.

Man is spirit as well as flesh, and while he is apt to forget this when he is cold, hungry or afraid, we cannot lose sight of that when we draw blue-prints for the good life which is our goal, and without which we will do a poor job of helping war-torn nations neutralize the seeds of aggression and hostility and move towards a stable future. Knowledge of the arts, crafts, literature and music of our fellow Canadians will not only help us to know them, but will make us better able to understand countries from which they came during the four hundred years which makes up the history of Canada. Science can give us destruction, but unless it is integrated into the over-all pattern for the common good, it will not give us either security or salvation, no matter how fast jet propelled planes fly or how many people have refrigerators with the latest in quick freezing units.

Intellectual co-operation, which was to save the world in the 1920's petered out. We, the people have the right to demand that UNESCO shall not be allowed to peter out, either for lack of spiritual or financial resources. One way of exercising our right is to demand that the Canadian Government establish a National Commission, through which we can express our conviction, that the world of which we are a part, must sow the seeds of peace in the minds of men so that oil fields and atomic bombs cease to be the deciding factors.

We are apt to "let George do it", but Dr. Robbins' article lists a number of organizations which are gnawing away at some aspect of the problem, many of them with more enthusiasm than membership or money. We cannot belong to all of them, but we can find one which appeals to us and get behind it. Most of us have a job which we are paid to do, and this can be a vehicle for our will to peace, but in times like this there is a real danger in its becoming a rather stingy rent for our place in the world, which at its worst is so much better than that which some of our neighbors occupy.

If you do not believe it, look at some pictures of Greek children.

# *Sights raised, We see UNESCO.*

FOR twenty-five years or more Canada has claimed the status of nation and has been accorded it in the councils of the world. But no document or decree in itself, whether it be the Statute of Westminster, the Covenant of the League of Nations, or the Charter of the United Nations, can make or imply nationhood in more than a superficial sense. Achieving solid and democratic nationhood involves developing the habit of seeing problems and processes in their broad national setting, and devising means for dealing with them accordingly.

In matters of provincial jurisdiction especially, the over-all view may be difficult to obtain, and action on a nationwide scale still more difficult to achieve. Education is such a matter. But in the last twenty-five years great progress has been made toward the development of a genuinely national outlook in Canadian education.

### **Voluntary Organizations**

Before the first World War there were two voluntary countrywide organizations in the field of education, the Canadian Education Association and the National Conference of Canadian Universities. Meetings of the former were infrequent and there was little activity in between. The latter was just be-

*by John Everett Robbins*

**The Chief of the Education Branch  
of the Dominion Bureau of Statistics  
discusses the responsibilities of  
freedom.**

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ginning. Today the two are active the year round, and two dozen others can be counted to share their concerns with them.

### **For School People Mainly**

The Canadian Education Association, supported by all the Departments of Education, now maintains a staff of half a dozen persons. It has developed a research and information program that includes publication of a quarterly journal, *Canadian Education*, and provides various other services, including the arranging of teacher exchange between provinces. Its annual conferences provide a valuable opportunity for the getting-together of an important group of educators from all provinces.

The Canadian Teachers' Federation, a development of the 1920's, has steadily gained in strength to the point where it is able to plan on engaging a full-time staff and opening an office in Ottawa in the fall of this year. All provincial teachers' organizations are mem-

bers of the C.T.F. except the Quebec Catholic teachers'.

In the private school field, a Headmistresses' Association, and a Headmasters' Association were organized in the 1930's.

The Canadian School Trustees' Association, founded in the 1920's, was inactive in the 1930's, but has been revived in the 1940's.

The Canadian Federation of Home and School has gradually gained strength since its foundation in 1927, and publishes a quarterly magazine. Like the Canadian Welfare Council, it takes an interest in pre-school education as well as in the schools.

In addition to the foregoing organizations with a general interest in the schools, there is a long list with a special interest in some phase of school work, e.g. the National Advisory Council of School Broadcasting, the Vocational Training Advisory Council, the Strathcona Trust, the Navy League, the Air Cadet League, the Junior Red Cross, etc., all of which operate on a national scale, and some of which enlist a greater measure of participation in the French-language school system of Quebec than do those of more general interest.

#### **Adult Education and General**

In the adult educational field, the organizational growth of recent years is even more striking. The Canadian Association for Adult Education dates only from 1935, but its Farm Forum program in co-operation with the Canadian

Broadcasting Corporation and the Canadian Federation of Agriculture, and its Citizens' Forum program with the CBC have been important factors in the last few years in developing a national outlook. Its monthly magazine, *Food for Thought*, helps adult education workers in all parts of the country to feel that they are sharing a common task.

The Workers' Educational Association too has been organized on a national basis only for ten or twelve years.

The Canadian Legion Educational Services from the winter of 1939-40, and later the educational directorates of the navy, army and air force, brought educators together in a common endeavour throughout Canada and beyond Canadian borders. The work is being continued on behalf of veterans by the Department of Veterans' Affairs.

The National Film Board, the National Film Society, the Canadian Broadcasting Corporation, represent the newer media at the disposition of the new generation of educators. The Canadian Library Association and the Canadian Arts Council, both creations of the last couple of years, are significant of a will to put older media to better use on a national scale.

Another group of organizations, including the Canadian Youth Commission, the Canadian Citizenship Council, the Wartime Information Board, the Citizenship Branch of the Department of the

Secretary of State, the Canadian Institute of International Affairs, and the United Nations Society in Canada—for the most part quite recent developments—have helped educators to focus attention on the international, as well as national, implications of Canadian nationhood.

Other agencies could be listed ranging in variety from those of a specialized concern, like the Canadian Physical Education Association or the National Council on Physical Fitness, to the Education Branch of the Dominion Bureau of Statistics, whose job it is to make information available on all phases and levels of education from kindergarten to post-graduate studies.

#### **At the University Level**

The National Conference of Canadian Universities now meets every year with an enlivened consciousness of common concerns on the part of all its members. Together with representatives of Dominion Government Departments a group of university heads constitute the Advisory Committee on Veterans' Education. An interdepartmental committee was established in Ottawa last year on the supply of professionally-trained persons,—those trained by the universities.

In the field of scholarship and research, the development of the National Research Council in the years between the two wars was followed in 1940 by establishment of the Canadian Social Science Research Council, and in 1944 by the

Humanities Research Council of Canada.

University students in turn account for another group of Canada-wide organizations, all of comparatively recent growth.

#### **First Glimpses Abroad**

Enough has been recorded to indicate that Canadians have been very busy since World War I in developing a national outlook and concern in education. But World War II arrived before our sights had been adjusted to the view beyond our national borders.

Between the two wars there were a few rather feeble efforts toward this end. The Canadian Teachers' Federation for several years maintained membership in the World Federation of Education Associations but the connection was felt little beyond a small group at the organizational level. Some New Education Fellowship groups had rather tenuous connections abroad. Broadly speaking, if we except a certain amount of fraternizing with educators in the U.S.A. and the U.K., few Canadians took an active interest or part in international educational organizations, of which there were many. It was not until 1939 that a Canadian committee was established to co-operate with the League of Nations Organization for International Intellectual Co-operation, and then another war was upon us.

#### **Response to UNESCO**

Since this war the situation is different. Thanks to the spread of information, the coming and going,

the broad acquaintanceship, the exchanges, the work on common problems, that the national educational organizations have provided, we can look out beyond Canadian borders now almost as easily as we could look beyond provincial boundaries twenty-five or thirty years ago.

Plans for the establishment of a United Nations Educational Scientific and Cultural Organization when announced in 1945 aroused a lively interest in all parts of Canada. The progress of the Organization, and Canadian participation in it, have been watched closely by most of the national organizations, and many of them have urged upon the Government establishment of a National Commission which would allow them individually and jointly to share in the furtherance of UNESCO's work. What a contrast, this, with the complete lack of response to the Organization for International Intellectual Co-operation in the 1920's!

#### **Rehabilitation and Reconstruction**

UNESCO feels that its most urgent task is to help in the re-establishment of educational services in war-devastated areas. A special section of the secretariat and a special committee are assigned to this problem. While enemy countries do not come under consideration there are enormous problems involved in rebuilding, repairing and equipping school plant, and in rehabilitating educational personnel and pupils, especially in China and the coun-



**DR. JULIAN HUXLEY,**  
world-renowned biologist and Executive  
Secretary of UNESCO

tries of Eastern Europe. Countries of Western Europe, even though they had suffered considerable damage, have expressed willingness to forego assistance in favour of less fortunate areas.

The special committee has an objective of \$100,000,000 to be raised by voluntary subscription. They look to Canada for several of these millions. The Canadian Education Association has recently convened a meeting of representatives of interested organizations to familiarize them with the problem. (The C.E.A. last year collected twenty tons of educational supplies through Canadian schools, in response to an appeal from UNESCO, and shipped them to Europe for distribution through UNRRA.) If Canada is to provide her share an active campaign will have to be organized on a national basis before the year is out.

UNESCO hopes in addition that educational institutions and or-

ganizations in the more fortunately-circumstanced countries, such as Canada, will offer fellowships for teachers and other actual or potential educational leaders in the less fortunate countries; that Canadians will contribute generously to the support of youth service camps independently organized, such as those of the International YMCA in Poland last year; and that Canadian educators will visit the war-torn areas to gain first-hand acquaintance with their problems.

#### **Other Immediate Work**

The Education Section of the UNESCO Secretariat, which is one of six sections dealing with the long-range program, was instructed by the Conference in November-December last to give immediate attention to the organization of seminars on Education for International Understanding in the summer of 1947. It is to be hoped that Canadian teachers will participate. The Secretariat is also to undertake without delay a study of the experience of member states, at all levels from primary school to university, in education for international understanding.

The first edition of an International Education Year Book is being prepared, with a Committee on Education Statistics supporting the work.

The Secretariat is also under instructions to encourage, with the consent of the educational authorities in the countries concerned, the establishment of International Relations Clubs in the schools; and to

act as a clearing house for information that will facilitate travel and exchange of educational personnel between countries.

#### **Long-Term Tasks**

UNESCO is showing a lively consciousness of the historical lack of basic education in many countries, including the most populous, China and India. Over half the world's people still grow up illiterate, and live under the handicaps, economic and political, that illiteracy implies. UNESCO has set as an objective "a minimum fundamental education for all persons", and aims to give all possible help to areas in need of basic educational development. Research, experimentation and the spread of information may even provide useful guidance for Canada in efforts to reduce the high rate of illiteracy among our northern Indians and Eskimos.

There is an awareness too of the need for more than the three R's as a basis for durable democracy, and a world survey of adult education is being undertaken.

Another long term project occupying a central position in UNESCO'S educational program is aimed at the revision of teaching materials, so that they will lay a better foundation for international understanding. Every member state is being asked to send to the Secretariat at Paris in 1947 a full set of its most commonly used textbooks in history, geography, civics and related subjects, and at the same time to provide for a study of them at home. Cases of

textbook usage inimical to peace among nations are to be reported to the General Conference. Any two nations or group of nations are to be encouraged to work together on the problem of better materials, as we have been doing for a couple of years through the Canada-United States Committee on Education. And positive help is to be given in the way of providing authentic information or interpretations for inclusion in the revised editions.

#### **With Other U.N. Agencies**

Much of the work of UNESCO will have to be done in close collaboration with other "specialized agencies" of the United Nations,—the World Health Organization, the Food and Agriculture Organization, the International Labour Organization, and others. A survey of health education is in this category, and a study of handicapped children with special reference to those in war-devastated countries.

#### **Five Other Sections**

There are other activities of the Education Section, but space is limited, and we must at least take note of the five other Program Sections: Libraries and Museums; Media of Mass Communication (Press, Radio, and Films); Natural Sciences; Social Sciences, Philosophy and Humanistic Studies; Creative Arts. Plans for work in all these fields were agreed upon at the November-December 1946 Conference. Responsibility for their implementation was left in the

hands of an Executive Committee of eighteen under the Chairmanship of Dr. Victor Doré (formerly Superintendent of Education for Quebec, now Canadian Ambassador to Belgium), and the Secretariat in the Hotel Majestic, 19 avenue Kléber, Paris, under the direction of Professor Julian Huxley, Director General. They will report to the next General Conference, to be held in Mexico City next fall.

#### **For More Information**

The Canadian delegates to the UNESCO Conferences in 1945 and 1946 have included the following in addition to Dr. Doré: Hon. Vincent Massey; Dr. R. C. Wallace, Queen's University; Mr. Edmond Turcotte, Montreal; Dr. G. F. McNally, Edmonton; Dr. E. F. Wiloughby, Winnipeg; Mr. Herman Voaden and Miss Elizabeth Wyn Wood, Toronto; Miss Margaret Gill, Ottawa; Dr. J. G. Malloch and Dr. R. K. Larmour of the National Research Council office in London. A number of advisers from Government Departments have accompanied the delegations: Mr. T. W. L. MacDermot, Mr. L. A. D. Stephens, Miss Kathleen Fenwick, Mr. P. A. Beaulieu, and the writer.

Further information on UNESCO may be obtained from the United Nations Society, 124 Wellington St., Ottawa; the Canadian Citizenship Council, 166 Marborough Ave., Ottawa; or the Canadian Institute of International Affairs, 230 Bloor St. W., Toronto.

# PURPOSES AND FUNCTIONS OF UNESCO

*Following is Article I from the Constitution of the United Nations Educational, Scientific and Cultural Organization:*

1. The purpose of the Organization is to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion, by the Charter of the United Nations.
2. To realize this purpose the Organization will:
  - (a) collaborate in the work of advancing the mutual knowledge and understanding of peoples, through all means of mass communication and to that end recommend such international agreements as may be necessary to promote the free flow of ideas by word and image;
  - (b) give fresh impulse to popular education and to the spread of culture; by collaborating with Members, at their request, in the development of educational activities;  
by instituting collaboration among the nations to advance the ideal of equality of educational opportunity without regard to race, sex or any distinctions, economic or social;  
by suggesting educational methods best suited to prepare the children of the world for the responsibilities of freedom;
  - (c) maintain, increase and diffuse knowledge;  
by assuring the conservation and protection of the world's inheritance of books, works of art and monuments of history and science, and recommending to the nations concerned the necessary international conventions;  
by encouraging co-operation among the nations in all branches of intellectual activity, including the international exchange of persons active in the fields of education, science and culture and the exchange of publications, objects of artistic and scientific interest and other materials of information;  
by initiating methods of international co-operation calculated to give the people of all countries access to the printed and published materials produced by any of them.
3. With a view to preserving the independence, integrity and fruitful diversity of the cultures and educational systems of the States members of this Organization, the Organization is prohibited from intervening in matters which are essentially within their domestic jurisdiction.

# PROVINCIAL - MUNICIPAL RELATIONS IN BRITISH COLUMBIA WITH RESPECT TO SOCIAL WELFARE

80%

20%



Municipality

Province

E. W. Griffith, Deputy Minister of Welfare, Province of British Columbia, describes the implementation of a 1947 Royal Commission Report\* which provides background for furthering sound and co-operative municipal-provincial relationships.

ON FEBRUARY 16, 1946, the Provincial Government authorized a Royal Commission to inquire into the matter of municipal functions and the relations between the municipalities and the Province. This inquiry was to include a study of "the powers, functions and responsibilities of the various classes of municipalities; the functions performed and the services rendered by the Province within the municipalities; municipal expenditures, debts and revenues; the system of municipal taxation and property assessment, and the adequacy of municipal revenus for the performance of municipal functions". Mr. H. Carl Goldenberg, Barrister, of Montreal, who is a Canadian authority on Municipal Government, was appointed sole Commissioner. After practically twelve months of study, during which public hearings were conducted and many written briefs presented, Mr. Goldenberg's report has now been submitted and fully

considered by the Provincial Cabinet and the Legislative Assembly. His recommendations are being implemented this year.

This article will attempt to deal only with the recommendation of the Commissioner regarding social welfare, which was one of the most contentious matters dealt with in respect to municipal-provincial relationships. The complaint of the majority of the municipalities, as was expected, was regarding the high costs of "welfare" services and many of their submissions advocated that the Province assume entire financial and administrative responsibility.

## Why Costs Rise

Admittedly, these costs are rising in British Columbia, for many reasons. The expected readjustment in employment following the war has been a contributing factor. The infiltration of families and old people into British Columbia seeking job opportunities and a more equitable climate has brought commensurate problems. The restlessness in family life attributable in part at least to war-time strains,

\**Provincial-Municipal Relations in British Columbia. Report of the Commissioner. H. Carl Goldenberg. 1947. Obtainable from King's Printer, Parliament Bldgs., Victoria, B.C. Price \$1.00.*

has increased the need for child protection and family welfare services. An intensified campaign to stamp out tuberculosis has enforced many to take treatment and relinquish earnings. Our aging population and the problems of infirmity, chronic illness and lack of financial security for retirement that apparently attends upon the aged everywhere in Canada today, is another major reason for increased costs. Treatment of mental illness and provision of preventive mental hygiene clinics is a costly service in this Province, having a bearing on the municipalities in the rehabilitation services this program entails.

Not only for these and other sociological reasons are the costs of social services rising. They are rising also because the Provincial Government has, through its social legislation and directives to the social welfare administration, insisted that the many social needs of the people of this Province be adequately met. Standards of both benefits and services have thus been set which combined to make even the relatively small percentage of the total cost paid by the municipality, an onerous burden. The recommendations of the Commissioner with respect to social welfare, seek to balance these costs more equitably, while still maintaining municipal participation in administration in conformity with the standards set by the Province.

#### **Division of Responsibility**

The Commissioner upheld the Province's theory that the municipi-

pality should participate in the administration of social welfare not only because these services are designated as the responsibility of the municipality under the Municipal Act, but also to maintain and foster local interest in welfare matters and to encourage local support of progressive programs. Another factor is that it is one means at least of preventing the charge by some municipalities that bureaucratic, centralized controls were being too heavily vested in the Province. To offset the costs of this participation, the method of limiting the financial responsibilities imposed on the municipalities is in brief as follows:

It is recommended that the Province should assume 80% of the costs of welfare services generally. The costs of general social assistance, or Social Allowances (assistance to unemployables) have been shared on this 80-20 basis since 1941. The costs of nursing home care has been a 100% charge on the municipality; boarding home care, over and above Social Allowances, has been on an 80-20 basis for some time, and 40% of the more expensive treatment costs in tuberculosis boarding and nursing homes have been borne by the municipality. The costs of medical care and drugs for all recipients of any form of public assistance, and emergency health aid (a service created to meet extraordinary expenditures to protect the health and well-being of recipients of any form of assistance) have been shared on a 50-50 basis. The costs of foster home care of children committed

under the Protection of Children Act to the guardianship of the Superintendent of Child Welfare, were borne entirely by the municipality, but where a child was not committed by the court, but placed in a foster home for treatment, the costs since October, 1945, have been on the 80-20 basis. 80% of the costs of Allowances to tuberculosis patients in their own homes, and to their dependents, were assumed by the Province in December, 1943, and since January, 1946, the comforts allowance to destitute patients in hospitals has also been shared in this same way.

The Commissioner recommends in addition that the daily per capita cost for municipal inmates in provincial tuberculosis institutions, provincial infirmaries and the Provincial Home for Men in Kamloops be on the 80-20 division, rather than on the per diem rate previously set by the Province.

Thus in the implementation of these recommendations — that is, the actual disbursement of public money to or on behalf of the recipient—the division of costs has been made conveniently uniform, with by far the greater proportion assumed by the Province.

The problem of giving adequate care to the infirm either because of age or chronic illness, has given both municipality and Province concern for some time. Provincial Infirmarys are overcrowded, and many who should have this type of care have been regrettably denied it. Private boarding homes, licenced under the Welfare Institutions

Licencing Act have eased the situation only slightly. In the face of this, many municipalities have either erected buildings or have purchased and renovated old buildings, to provide hostels for those who would be otherwise homeless or unable to care for themselves. In this undertaking, the Provincial Government has assisted the municipality by granting up to one-third of the cost of construction of new buildings or the purchase and renovation of old buildings. The Commissioner has recommended that this assistance be continued, and moreover, that the costs of maintenance be shared as well by the Province. This will undoubtedly encourage more municipalities to undertake such projects, and, assured of supervision under the Welfare Institutions Licencing Act, a marked change for the better in this particularly distressing area of welfare work should result.

#### **Generalized Services**

For many years, the pattern of welfare administrative services followed the categorical design with separate groups of social workers responsible for services to old age pensioners, mothers' allowances and child welfare cases. Still another group dealt with social allowances (relief) while municipal services were confined almost entirely to this latter category. This administration, except in a few of the larger cities, was carried out by a municipal official who had as a rule other totally unrelated duties to perform as well. Thus, this part

of the welfare program was varied in its application. Moreover, many other services given by Provincial social workers to municipal residents tended to be lost sight of by the municipality, although many of these services under the "Municipal Act" were the direct responsibility of the local organized area.

In stages during the last four years many additional district offices were established throughout the province and with the inauguration of a "generalized" service in 1943 social workers now deal with every phase of social assistance and services have been amalgamated in municipalities on a "generalized" basis.

The Social Assistance Act passed in March, 1945, provided that as a condition precedent to the granting of financial aid a municipality shall provide and maintain social assistance and relative social administrative services on a basis consistent with the standards established by the rules and regulations made pursuant to the Act. Regulations were put into force in January, 1946, but difficulty was experienced with about a dozen municipalities that refused to either employ a qualified social worker or enter into an arrangement with the province to undertake the work. Nevertheless, we carried on the work with our own staff and the municipalities have been charged for such services.

#### **Ensuring Adequate Services**

In view of this situation, the Commissioner recommended that the regulations under the Social Assistance Act be enforced and that

a proportion of social welfare grants be withheld from municipalities which refused to comply therewith, but since the report was published several municipalities have made satisfactory arrangements and it is anticipated that the few remaining ones will cooperate. The regulations are designed to bring administrative expenditures into line with the evolving municipal-provincial division of responsibility and there are provisions to ensure that the standards of welfare services set up under the Social Assistance Act, other social legislation and by the over-all administration, be recognized and maintained by municipalities. Inherent in these two considerations was the obvious principle that the local community in a democracy has a vital concern in the provision of adequate welfare services for its own people.

The regulations provided that the sixty-two organized areas (cities or district municipalities) may enter into agreements with respect to their administrative obligations in one of the following ways:

#### **Over 10,000 Population**

Where the population exceeds ten thousand, it is incumbent upon the municipality to establish a Social Assistance Department, and employ a Social Assistance Administrator. For each additional social worker the municipality must employ to give the services required by Provincial standards, the Province will provide an equal number. The municipality of Burnaby for example, has a Social

Assistance Department, employing a full-time Administrator. There are three municipally paid staff and three provincially paid staff, all of whom give a generalized service in all categories to the residents of Burnaby. Incidentally, only five cities and five municipalities in British Columbia have a population of over ten thousand.

#### **Under 10,000 Population**

Where the population is less than ten thousand, there are two types of agreement open to the municipality. They may agree to pay the Province 15c per capita of the population per year for the social services provided by the Provincial social worker in their communities, or they may appoint their own Social Assistance Officer, 50% of whose salary will be paid by the Province. For the smaller local units, the per capita plan of payment is obviously the more advantageous, as other administrative costs besides salaries, such as clerical work, office space, transportation and so on, are met by the Province.

#### **Default**

The Regulations make provision for municipalities which default in their agreements, by giving the Province power to withhold grants or reimbursements in such cases. Moreover, by implication, municipalities employing their own social workers are under the supervision of the Provincial Regional Administrators and Supervisors, which can be construed as helpful guidance in the pursuit of their work. In-Service training courses, conducted by the Provincial De-

partment, provide at least three months training for the municipal social workers who have not obtained formal social work training at a university, and whose qualifications otherwise meet the requirements set for Provincial staff trained in this way.

#### **Joint Offices**

Consideration is being given to the Commissioner's recommendation that for the more economical operation of social welfare administrative services, adjacent municipalities amalgamate their welfare offices. This has been provided for in the Regulations, and it remains only for the municipalities to take the initiative in this respect.

#### **Equalizing Municipal Responsibility**

In the final recommendation, the Commissioner points out that, while restricting the municipal share of social welfare costs, as recommended, the Provincial Government should prepare and give effect as soon as possible, to an equalization plan on a per capita basis of population or other basis in order to spread the municipal costs more equitably and to protect individual municipalities against unreasonable burden. Such a plan which may be introduced progressively by categories of social assistance should be reviewed periodically and adjusted to meet changing conditions.

In so far as assuring a basic minimum standard of social welfare services is concerned, the Province is prepared to continue its co-operative work with the muni-

cipalities in the several ways mentioned.

It is the hope of the Provincial Administration that with the division of costs now put on an equitable and uniform basis, and with the measure of co-operation as between municipal social welfare departments and the staff of the Social Welfare Branch increasing

steadily in good will and mutual helpfulness, that any contention that exists can be taken out of this important part of our public services. Mr. Goldenberg's discerning recommendations in social welfare matters and in many others not touched on herein, has provided an ample background for furthering sound and co-operative Municipal-Provincial relationships.

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## LAURA HOLLAND SCHOLARSHIP FUND

ONE year ago Miss Laura Holland, one of Canada's outstanding professional social workers, retired at Victoria, B.C. To honour her ideals and achievements, a Laura Holland Scholarship of \$300 annually will be given in the Social Work Department at the University of British Columbia, as the highest award possible in that course.

Miss Holland began her professional career as a nurse in Montreal, served overseas during the first World War in the C.A.M.C., took her social work training at Boston, and gave 19 years' service to the health and welfare needs of British Columbia. The wealth of knowledge and vision thus acquired was used in writing legislation, organizing welfare field services, and improving medical social work in the western province, but the influence and example has been felt and used all across Canada. Young workers have been an abiding interest to Miss Holland and she has taught students at the University of British Columbia,

developed standards for choosing applicants, arranged bursaries for the training of social work students, and counselled young social workers sent out to remote parts of the province.

Those who have had the pleasure of working with Miss Holland know all too well what her warm and understanding personality has meant. It is the qualities of selflessness and humility that have made her a truly great person, and have inspired her associates to the point of wanting to pass on to those who come after, her example, so that hundreds of young Canadians will want to follow her and other pioneers in the profession of social work.

Committees have been set up to facilitate collection of contributions toward the sum of \$10,000. All who wish to see Miss Holland's work carried on, may send contributions to The Laura Holland Scholarship Fund, c/o Mr. H. R. Glass, 1675 West 10th Avenue, Vancouver, B.C.

# Government and the Delinquency Problem

by HARRY M. CASSIDY

## The Implications of Treatment and Prevention

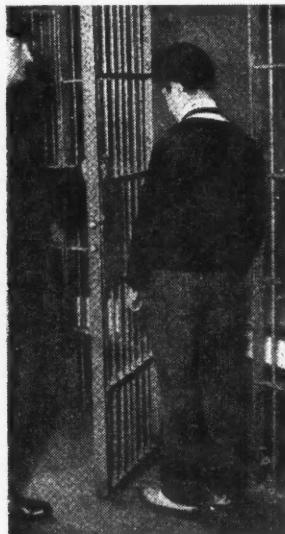
MY TOPIC appears to overlap another discussion, when several speakers called for Dominion centralization of penal administration in line with the recommendations of the Archambault Report. Yet I venture to suggest that if we are to achieve our central objective, which is surely the effective control of juvenile and adult crime in this generation, our Dominion and provincial governments must assume broader responsibilities than merely to centralize and reform our penal system. Therefore I have chosen deliberately to put more stress upon *the delinquency problem* than upon the narrower question of *penal reform*.

An effective attack upon the crime problem involves two approaches which are closely interrelated—those of treatment and of prevention. The treatment ap-

proach takes crime pretty much for granted. It is applicable only after crimes or offences have been committed, and it is designed to rehabilitate the offender and to help him "go straight" in the future. Our prisons, jails, and industrial schools now represent our main agencies of treatment—although, on account of the way in which many of them are managed at present, they are as likely to offer instruction in criminality as they are to restore offenders to a useful way of life. But penal institutions, however inevitable or necessary they may be in the program of treatment, are only part of it. The moment one seriously considers

the treatment of delinquents, both juvenile and adult, one ranges far afield from the prison walls.

A satisfactory treatment program involves a great many other services, public and private, besides those of the penal institutions. It calls for a system of pro-



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A Paper Presented to the Fifth Canadian Penal Congress  
Windsor, Ontario, October 8, 1946

bation, of parole, and of after-care. It involves measures of economic aid, of health service, of psychiatric service, and of child welfare. It takes into account organized recreation, employment service, vocational training, and vocational guidance, and goes as far as the provision of decent housing. In short, it is concerned virtually with the whole range of social services under public and private auspices. The boy or the girl who has been released from the best correctional institution requires a great deal of guidance and help in order to adjust successfully to the complexities of honest, self-supporting life. Without the aids to adjustment which are provided by a wide range of social services, the ex-prisoner, no matter how much his health, education, technical training, and morale have been improved in the correctional institution, and no matter how great his disposition to go straight, is gravely handicapped in the struggle to find a useful and satisfactory place for himself in what will all too frequently appear to be a hostile and unsympathetic world.

Yet the treatment approach is obviously not enough. It is social folly to take crime for granted, and to deal only with its end result—the criminal—by trying to reform him. Everyone will agree that we must try also to prevent offences against society and the development of a delinquent group. This is not an easy task, for the problems of crime are complex and are rooted in the bad social and economic conditions which are so much

a part of our modern social life.

Poverty and economic insecurity, unemployment, sickness, poor housing, inadequate recreation, poor and insufficient education, lack of vocational guidance and training, family disharmony, and other social factors all breed delinquents. These inhospitable social conditions all too often create stresses and strains which are too much for the children of poor mentality or of serious neurotic tendencies, so that they become maladjusted and rebel against society, entering early upon a career of delinquency which leads them through the juvenile courts to the industrial or juvenile institutions and then to the adult courts and prisons.

J. Alex Edmison, Executive Secretary of the Prisoners' Rehabilitation Society of Ontario, outlined the problem very well in an article which appeared in the *Municipal Review of Canada* in May, 1946: "It will be found that a typical discharged prisoner usually comes from a broken or otherwise unsatisfactory home, that he has very little money, if any at all, that he is probably not of full normal intelligence, and that in school he never got beyond the sixth grade. . . . In short, the average Canadian ex-prisoner is 'magnificently unprepared for life', and on top of this we have abundant evidence that his period of incarceration has not improved him."

If the development of a satisfactory program of treatment takes us far beyond the prison, the prevention of delinquency takes us

even further. Looking at the recommendations for the prevention of crime to be found in the Archambault Report, in the report of the British Columbia Advisory Committee on Delinquency of 1936, in the report of the Laycock Commission of Saskatchewan, or in the reports of many other Canadian, British, and American bodies which have considered the question, one finds that they go very far afield indeed. Typically they suggest great reforms in the educational system, the provision of a far greater measure of economic security, the building up of broad and generous schemes of public recreation, the improvement of housing in the crowded sections of our cities, the broad development of health and psychiatric services, and many other items. A program for the prevention of delinquency, even more than one for its treatment, calls for the most far-reaching changes and improvement in our social services, public and private, as well as for an attack upon certain of the fundamentals evils of our society, such as irregular employment, which involves much more than a social service approach.

The unfortunate thing about the preventive attack, from the standpoint of those who are particularly interested in delinquency, is that it calls for very much more than we, as specialists in the field, can possibly undertake or set in motion. I have had the experience, as a member of committees of investigation into the delinquency problem, of feeling a great sense of frustra-

tion as we wrote our recommendations on prevention. We were pretty sure that we were right in what we were recommending, but we had only the dimmest hope that anything serious would be done about our preventive proposals. On the other hand, we had some hope that something might be done to improve the correctional institutions and some other treatment services, so we naturally put our stress upon these points. It is a sad commentary upon the social education of our society, which professes to be gravely concerned about the delinquency problem, that it will not look clearly at the facts in the case and recognize the immensity of the task of control which must be undertaken.

However big this task may be, I believe that those of us who are closely in touch with the delinquent group and who must concentrate our efforts mainly upon treatment should nevertheless harp constantly on the need for *prevention* and should do everything possible to educate the general public to an understanding of what must be done. This means that we must study very carefully the social and personal causes of crime, that we must develop clearly our ideas as to how these basic factors can be overcome, that we must promote the broadest of social reforms and that we must work in collaboration with others who are active on the social front. There is no better springboard than delinquency, in the whole field of social study, to launch one off into a wide range

of proposals regarding the improvement of our social life.

#### **Penal Reform is Not Enough**

What I have said thus far will underline my thesis that penal reform alone is not enough. This is not to criticize, or to disagree with, the findings of the Archambault Report which are receiving so much attention at this conference. The centralization of the Canadian penal system, which was the first recommendation of the Report, and its many other proposals for reform of the Dominion penitentiaries, are worthy of our most careful consideration. Indeed, it is a national disgrace that until recently virtually nothing has been done about them. However, penal reform by itself will be a very hollow achievement unless concurrently there are undertaken other vigorous measures of treatment and prevention. Let us assume that a reorganized and improved penal system does not succeed in re-educating a certain proportion of convicted prisoners. What happens then, unless the closely related treatment services outside the prison walls are also much improved? If we do not greatly expand and strengthen our provisions for aftercare, parole, health service, psychiatric service, placement, vocational guidance, economic security, recreation, and for housing, we can be pretty sure that the pressures upon the ex-prisoners will still be too great for many of them to stand, and that the rate of recidivism will remain high. There will arise again the common criti-

cism of prisoners being pampered within the institutional walls, of too great leniency, lack of hard-boiled realism, and of the investment not being worth the result. There is every possibility, if stress is placed only upon internal reform, that there will be a serious public reaction against a competent and an enlightened penal administration because it does not seem to give results in protecting the community against the deprivations of those who have graduated from the institutions.

It is also worth remarking, I think, that there is some danger in separating the institutional from the non-institutional part of the program for other reasons. When administrators are concerned only with institutions, they tend to live in a special world of their own which is very different from the world outside. They can easily become divorced from this outer world in their thinking and in their actions. They can soon forget that the institutional program is really only part of a total program and they can readily develop the view that the institutional scheme is something special and distinctive which can't be understood by outsiders. But we all know that a good program for the treatment of delinquency, like a good program for the treatment of tuberculosis or other health problems, calls for both an institutional and a non-institutional phase. In the case of tuberculosis control, there is case-finding in the community to be done, there is treatment to be undertaken in the clinic while the

patient lives in his own home, there is institutional care for certain persons, and there is a great deal of aftercare. One can cite similar examples from other branches of the social services. It seems to me most desirable that in the correctional field there should also be the closest relationship between the many aspects of the treatment program. Therefore I am not very happy to see the institution put in one compartment or department of government, and the other phases of the program placed somewhere else, or perhaps scattered among several agencies. There is all too great danger if this is done that there will not really turn out to be the integrated administration of activities which ought to mesh with one another in the most perfect fashion, just like the gears of a well-balanced machine.

If I may venture one criticism of the Archambault Report, it is that it does not give sufficient recognition to this point. On the other hand, the point is very definitely stressed in our latest report on Canadian penal institutions, that of the Saskatchewan Commission headed by Professor S. R. Laycock. Dr. Laycock's report proposes for Saskatchewan an integrated program of delinquency control (with stress on the "treatment" side) which involves at least six stages or branches of the work—prevention, probation, treatment in a correctional institution, parole, discharge, and aftercare.

### A National Attack on Delinquency

What is needed is an integrated national attack on the delinquency problem under federal leadership, with participation by the provincial and local governments and private agencies. Let us see what this would mean.

The role of the Dominion would be twofold: To operate directly a part of the treatment program, notably the existing federal penitentiaries, and to offer leadership for the provinces, the local governments, and private agencies. How much of the institutional program the Dominion should administer and finance is debatable. There is much to be said for the Archambault Report recommendation that the Dominion should take over all of the provincial adult institutions. The Report did not propose Dominion assumption of responsibility for the juvenile institutions so that presumably they were to be left to provincial control—as were juvenile and adult courts, probation services, parole and aftercare for juveniles, and a wide range of related social services. Thus the Archambault Commission "centralization" covered only the penal institutions, and not all of these.

On the other hand, there is something to be said for the adult institutions which are now under provincial jurisdiction, or at least some of them, remaining where they are. The Laycock Commission report for Saskatchewan shows very well how the institutional and the non-institutional parts of the pro-

(Continued on page 87)

# The Rights of Old Age

*Extract from Report of the Committee on Problems of the Aged,  
Montreal Council of Social Agencies*

INTEREST in the problems of old age has become almost acute in the last few years, as reflected in growing medical emphasis on the field of geriatrics, and in the almost universal discussion of old age pensions and social security. The interest is fully justified because all of the more industrialized nations are threatened with a significant increase in the proportions of older aged groups in their populations within the next decade or so.

The age composition of the people of the United States and Canada is changing significantly. If, as is calculated, within the next generation and a half, 30% of Canada's population will be over 55 years of age, it is high time we began to understand more about the process of aging.

Now social agencies soon become aware of changes which make life difficult for any group in our population. Then they want to study and examine the problem and to devise ways of meeting it, and so it came about that the Case Work Section of the Montreal Council of Social Agencies appointed a Committee on Problems of the Aged in the fall of 1944. It was a large committee and consisted of lay and professional representatives of organizations actually engaged in work with the aged.

The objectives of the Committee were really twofold—one of self-education and joint study, out of which came the other,—that of presenting recommendations for improved programs for the aged.

The report deals specifically with the problem as it affects the Province of Quebec, but as indicated, there is a need for all provinces to face this growing problem, and to begin to plan to meet it.

After a careful consideration of such problems as support, physical and mental health, social relationships, and the care and treatment of Quebec's older population, the Committee makes the following recommendations:

## I. General

- (1) That a central registry be set up with a view to locating, classifying according to needs and recommending action as necessary, for all persons of 65 years and over.
- (2) That the governing boards of existing institutions for the care of old people be asked to evaluate their facilities and practices.

## II. Support

- (1) That instead of the present Dominion Old Age Pensions scheme (which provides in Quebec \$25 a month to those over 70 who are eligible and in need), a Dominion System of old age insurance be inaugurated to yield benefits as a matter of right to all those who retire from active work, men at 65 and women at 60, or even at lower ages.

(2) *That old age assistance* for men over 65 and women over 60, or even lower ages, who are proved to be in need and are not covered by the insurance scheme or who need supplemental help, be financed jointly by the Dominion and the provinces, under provincial administration. A minimum income of \$40 a month would be necessary for a single person in urban centres.

(3) *That until the above changes* are made:—improvement in the Quebec Public Charities Act be urged to provide wider and sounder coverage, and the City of Montreal be urged to provide an adequate public assistance program for the aged, as is done in other large cities of the Dominion and the United States.

### **III. Physical and Mental Health**

(1) That, as recommended in "The Care of the Chronically Ill in Montreal,"\* there be built a hospital of 500 beds to care for the English-speaking non-Catholic chronically ill.

(2) That, as recommended further in the above survey, there be established in relation to the hospital a visiting physician's service to care for the chronically ill patient who is in his own home and unable to pay for the services of a physician, and that to make such service effective, facilities be organized through which necessary medicines and drugs may be obtained cheaply or supplied free to the needy patient.

(3) That services for the prevention of mental illness among the older aged groups should be greatly expanded, and that there should be more facilities for the treatment of mild cases of mental illness in general hospitals.

\*Report of a Committee of Doctors and Medical Social Workers, Montreal 1945, available through the Montreal Council of Social Agencies.

### **IV. Care and Treatment**

(1) That until such time as the public authorities accept responsibility for the care of the needy aged, the private welfare organizations should raise their standards of assistance to provide adequate care for their elderly clients, involving not only a minimum budget for food, shelter, clothing but such additional items as may be essential to meet the physical needs peculiar to old age.

(2) That further consideration be given to the need for expansion of services for the aged in several directions:

a) Provision of staff for skilled foster home finding, as elderly people should be enabled to live naturally in the community with all age groups for as long as possible.

b) Counselling service for men in temporary difficulty but capable of working and being self-maintaining.

c) Sheltered employment with adequate remuneration.

d) Nursing homes for small groups operated under adequate standards.

e) Boarding homes suitable for elderly people.

f) Institutional facilities for non-boarders which would include food and occupational and recreational opportunities for social living.

g) Recreational centres in various parts of the city with programs fitted to the requirements of elderly people; and also at least one such day centre for men sleeping in refuges.

h) Assistance to the proprietors of commercial homes so that they may learn more of the needs of old people and come to operate on a standard basis.

It is hoped that this report may mean the beginning of a program designed to increase public and official awareness of the significance of this problem and of the

need for planning on a much more adequate basis. This program of enlightenment and improvement might start on the local community level by the promotion of self-study of existing organizations but it should go beyond to municipal, provincial and federal authorities. In this connection it would seem there is a real opportunity for leadership on the na-

tional level for the Canadian Welfare Council on the one hand and especially for the new Department of National Health and Welfare. Dominion participation in the Old Age Pension program would justify, if justification were needed, national leadership at least on the educational level, in dealing with what is or promises to be a major social problem of the Dominion.

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#### RIGHTS OF OLD AGE

The recommendations of the Montreal Committee are based on the assumption that old people are entitled to certain rights:

- (1) The right to gainful employment so long as they can meet the normal requirements of a job.
- (2) The right to sheltered employment and a useful existence once they are no longer able to compete with their fellows in the open market.
- (3) The right to a minimum income sufficient to provide the basic necessities of life and to assure them independence in their declining years.
- (4) The right to health and medical services commensurate with their increased need for such services by virtue of the infirmities and disabilities which accompany old age.
- (5) The right to care and treatment in homes or institutions, operated in terms of desirable standards, in which respect for the aged as individual persons is assured them.
- (6) The right to individual consideration along physical and psychological lines which makes due allowance for what is customary behaviour in old people.
- (7) The right to life, liberty and the pursuit of happiness to the end of their days.

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#### HOUSING FOR THE AGED

**A**n experiment which may well act as the blueprint for a nationwide plan to provide special type housing for the aged in Britain is being initiated in London.

Building has begun on a block of flats which will offer accommodation particularly suited to the needs of the aged and the poor. It consists of a series of one-room and two-room flats on the ground floor with larger family flats on upper floors, and is being constructed to designs commissioned for this particular purpose.

The entire block is so designed that every room may receive the maximum possible sunlight. The architect's plans also envisage a separate administration block to house the superintending matron's office and flat together with a sick bay and communal dining room.

—UK Information Office.

# Rescapés - Myreille Barrette, Assistante sociale, Service Social de Hull

**A**u premier abord, Mme Breton faisait piètre figure. Ses cheveux étaient mal peignés; son visage mal maquillé dissimulait la saleté sous un nuage de poudre; elle était habillée d'un étroit manteau de drap décoré de taches d'eau et de poussière. Sa vue nous rappelait ces pauvres et ces indigents dépeints dans les contes. Mme Breton n'aurait pas songé à une mise propre et soignée, car elle aurait craint qu'on doutât de sa sincérité. Elle était tellement habituée à lutter pour obtenir un peu de sympathie que de s'attifer en pauvreté était sa seule façon de prouver son indigence.

Et pourtant, elle ne demandait pas d'assistance pécuniaire.

Deux mois auparavant, son mari, ivrogne invétéré, avait été vaincu de vol et condamné à 18 mois de prison à Bordeaux. Elle s'était trouvé un emploi comme femme de peine au gouvernement. Pour boucler son maigre budget, elle avait loué une pièce de sa maison à une vieille demoiselle qui avait consenti, moyennant une diminution de loyer, à surveiller les deux enfants de Mme Breton, le matin, pendant que cette dernière était au travail. La vieille demoiselle menaçait de déménager et Mme Breton nous demandait de placer ses fillettes âgées respectivement de 4 et 2 ans.

Mariée depuis cinq ans seulement, Mme Breton considérait ce-

pendant son ménage brisé. Elle était résolue à ne pas reprendre la vie commune avec son mari lorsqu'il sortirait de prison. Nous la sentions aigrie, implacable et prête à tout, même à des irrégularités du côté matrimonial, si elle avait le champ libre. Les enfants étaient sa sauvegarde; il fallait à tout prix les lui laisser.

Nous nous sommes tout d'abord assurés de la collaboration de la vieille demoiselle en lui démontrant combien Mme Breton avait besoin de beaucoup de sympathie et de compréhension. Elle traversait une passe difficile, et son courage était sur le point de fléchir. Si elle devait abandonner son emploi faute d'une gardienne pour garder ses fillettes, elle pourrait fort bien accepter des propositions malhonnêtes.

Mme Breton se reprend à espérer. Des visites régulières chez elle contribuent à éclaircir son horizon. L'assistante sociale en profite pour la guider dans l'élaboration de son budget, et dans la tenue de sa maison. Mais un jour, Mme Breton cesse de donner signe de vie. Au début l'assistante sociale ne s'inquiète pas; elle croit sa cliente capable de faire face à ses obligations, mais devant ce silence prolongé, elle décide de faire une visite inopinée. Mme Breton est seule à la maison et semble mal à l'aise de voir l'assistante. Elle évite délibérément son regard et ne répond que par monosyllabes. L'assistante sociale soupçonne déjà le motif de

ces réticences; elle en a la confirmation lorsque Mme Breton lui avoue, en pleurant, avoir un amant. Elle ne l'aime pas, mais a cédé à ses avances afin de pouvoir accorder quelques douceurs à ses enfants. L'assistante sociale propose alors de lui accorder un supplément pécuniaire, puisqu'une simple question d'argent l'a écartée de la droite voie. Mme Breton ne demande qu'une solution à son problème et accepte tout de suite. Nous continuons donc de la suivre et de nous en occuper comme si sa réputation était sans tache. Si elle a failli à l'honneur et à ses devoirs, ce n'est pas le moment de l'abandonner; plus que jamais elle a besoin de compréhension sympathique et c'est un devoir de stricte justice chrétienne que de lui tendre la main.

Pendant que ce travail se poursuit auprès de Mme Breton, il en est un autre qui s'élabore lentement auprès de son mari.

Le Conseil des Oeuvres et la Fédération des Oeuvres de Charité de Montréal ont organisé, il y a un an déjà, un Service Social d'Aide aux Prisonniers. Les auxiliaires sociaux de ce bureau visitent les prisonniers de Bordeaux ou de St-Vincent-de-Paul, leur famille, et préparent leur retour à une vie civile normale.

Nous communiquons avec eux pour leur demander des détails sur M. Breton, sur sa conduite, sa personnalité, ses aptitudes, son sens de responsabilité, ses sentiments à l'égard de son épouse et de ses enfants et ses plans lors de sa libération. Nous apprenons ainsi à con-

naître M. Breton, bien que nous ne l'ayions jamais vu. Nous savons qu'il s'intéresse à la mécanique et qu'il aimerait travailler dans un garage. Il est désespéré de cette tache à l'honneur de sa famille, et reconnaît que ses habitudes d'ivresse l'ont poussé à commettre des délits qui l'ont conduit en prison. Il comprend qu'il fait le malheur de sa femme et de ses enfants et que son épouse est justifiée de ne plus vouloir vivre avec lui; mais il demande l'occasion de prouver sa bonne volonté. L'auxiliaire social de la prison le rassure aussi sur le sort de sa famille et lui apprend que son épouse travaille et que l'oeuvre familiale supplée à l'insuffisance de ses ressources financières. A lui, on a trouvé un emploi, en s'assurant de la collaboration confidentielle de l'employeur.

Préparer Mme Breton au retour de son mari est un travail plus compliqué. Au début, elle ne veut rien entendre, mais à mesure qu'approche la date de la libération, nous la sentons flétrir au point d'avouer un jour, à brûle pourpoint: "Si mon mari me prouve qu'il peut bien se conduire, me faire vivre et ne plus boire, je le reprendrai, mais il devra d'abord s' enrôler dans le Cercle Lacordaire". Mme B. propose ce plan à son époux, mais lui laisse la décision ultime, plutôt que de le forcer à accomplir une promesse qu'il ne pourrait tenir. Cependant, elle comprend que son mari a besoin de quelqu'un qui luttera avec lui et l'aidera à refaire sa vie, et qu'elle est cette personne. Elle se laisse gagner et, d'elle-même,

diminue petit à petit la période d'attente imposée à son mari; si bien qu'à l'arrivée de M. Breton, celui-ci n'a plus qu'une pénitence de trois mois à encourir.

Au cours d'une visite à l'assistante sociale, il se dit enchanté de son emploi. Il manifeste un désir sincère de s'amender et propose lui-même d'entrer dans le Cercle Lacordaire. On le met en garde contre une décision irréfléchie, lui recommandant d'analyser attentivement les obligations qu'il devra remplir, et d'en discuter avec le président ou l'aumônier. On lui signale aussi que son épouse verrait là une preuve de sa sincérité. M. Breton veut retourner immédiatement auprès de sa femme et ne se résigne guère à en être séparé encore pendant trois mois. L'assistante sociale l'encourage à se soumettre aux conditions imposées et lui fait espérer que bientôt elles s'adoucissent. Enfin M. Breton revoit sa femme; elle lui avoue son inconduite, mais aussi son regret. Elle

réalise que cette vie indigne ne lui convient pas et qu'elle est demeurée attachée à son mari. Elle sent qu'elle a aussi besoin de lui.

Trois semaines après, les époux reprennent la vie commune. L'un et l'autre s'entendent pour clore ce dernier chapitre plein de mauvais souvenirs et recommencer ensemble une vie nouvelle basée sur la compréhension et la confiance mutuelles. L'assistante sociale continue de les visiter régulièrement pendant trois mois, et les laisse voler de leurs propres ailes au moment où elle les sent capables de résister aux assauts de l'avenir.

Ainsi, grâce aux ressources à notre disposition et à la collaboration des intéressés, un homme n'était pas handicapé toute sa vie par une expérience malheureuse; une femme n'avait pas continué sur le chemin du déshonneur; des enfants vivaient une vie normale; une famille n'était pas brisée et renaissait.

#### 1946 CAMPAIGN RESULTS

THE compilation made by the Community Chest Division of the Canadian Welfare Council of the results of 1946 Chest and Welfare Fund campaigns in Canada, reveals that the 37 campaigns on which reports are available made 93.7% of their objective. Although falling short of their objective by 6.3%, they raised \$567,490 more than in 1945. To meet the needs of 652 member agencies, the 37 campaigns raised \$7,828,516. When it is remembered that during the year 1943 approximately \$35 million was raised in Canada by voluntary effort for war services, it is evident that Canadians are not yet willing to give so generously for their own peace-time social services. In 1946 they gave less than a quarter as much—22%—of the wartime contribution of 1943.

Per capita contributions in the 37 campaigns varied from 31c to \$2.75, the average for the Dominion being \$2.01.

# OUR CANADIAN PENITENTIARIES

REV. J. DINNAGE HOBDEN,

*Executive Secretary John Howard Society of British Columbia*

Two important "Blue Book" documents relating to Federal Penitentiary matters have recently been issued from Ottawa. The publication of the Report of the Superintendent of Penitentiaries for the fiscal year ending March 31, 1946, followed closely that of the Report of a survey of our Penitentiaries with recommendations by Major-General Ralph Gibson, C.B., C.B.E., K.C., Commissioner of Penitentiaries, which was tabled in the House of Commons by Justice Minister Ilsley on Feb. 17, 1947. Commissioner Gibson, who is a veteran of both world wars, and former Vice-Chief of Staff, Canadian Army, was appointed to his present position April 5, 1946. Since that time he has met with various groups interested in Penal Reform and Prison Welfare services, and has made an excellent impression.

The current Report of the Superintendent will probably be the last one of its kind in view of the change in administrative personnel at headquarters. The department, since former Superintendent D. M. Ormond's retirement following the Archambault Royal Commission's report in 1938 has been without a Superintendent. The position has been temporarily filled by Inspector G. L. Sauvant, except during his war-time absence when W. S. Lawson served in this capacity.

The Superintendent's Reports of

recent years have been characterized by a commendable interest in the human problems and relationships within the service. In the present report this interest is well maintained.

The pattern of previous years is followed in the format. The report contains statistical information, excerpts from warden's reports, valuable analytical tables and general observations. On the whole both the data presented and the manner of its presentation aid greatly in arriving at a true evaluation of our penitentiary affairs.

**Health and Welfare** New factors at times have appeared in these reports which indicate a change of outlook that is satisfying to observe. For instance, the information that a psychiatric service is operating in the Kingston institution is real news. The psychiatrist in charge is Dr. C. M. Crawford, formerly Superintendent of Rockwood Mental Hospital, Kingston. Dr. Crawford attended the Canadian Penal Congress at Windsor last October in the capacity of an official delegate.

Another thing of interest to welfare workers particularly is the inclusion in the report of a table indicating the activities of welfare organizations in relation to penitentiary institutions. Regulations permit the free association of accredited welfare workers from bona fide welfare agencies with inmates.

This is of great assistance in establishing relationships to facilitate a speedy re-establishment upon release.

It is expected that these privileges will be more widely used in the future than heretofore. Up to the present, it would appear that the West has been more active in giving such services, according to the report.

**Population** Population returns always have a deep significance. As at March 31, 1946, the total number of convict inmates on the registers of our seven penitentiaries was 3362 (3310 men and 52 women); an increase over the preceding year of 233. Of this number, 143 had served overseas in World War II.

The number of new admissions during the year was 1635, including 28 women. Of this number, 333 were under 21 years of age, including four under 16 years. In this group 199 had been convicted formerly, and 134 of them were first offenders.

It is worth while noting that 1129—69 per cent of the total male admissions for the year were *under thirty years of age*. This is a most disturbing fact for it indicates a trend, so far, unchecked.

**Cost** Maintenance of the Canadian penitentiary system is still an expensive business for the State. Its total cost for the year under review was well over the three million dollar mark, \$3,165,041. This works out at a daily average cost of \$2.73, and an average yearly cost of \$997.02 per inmate.

Collins Bay, dealing only with

young offenders and potentially reformable inmates, leads in institutional costs. This would appear justifiable in the light of the known results achieved. Fifteen years ago this institution located at Brighton near Kingston, Ontario, set out on a new experiment where only first offenders under 21 years of age and others whom it was felt would profit by segregation from hardened criminals, were included. The chief aim was to offset a rapidly developing recidivism.

The results to date are worth recording. During the fifteen year period, 1779 men have been released from Collins Bay. Of this number, 1411 have never re-entered a Canadian penitentiary. The institution is governed by the same regulations as the other penitentiaries, differing only in having a carefully selected group of inmates.

The Report emphasizes two things regarding the Collins Bay experiment. It justifies the value of classified institutions, and in results compares favourably with centers operating on Borstal standards both in Britain and the United States.

A leading feature of **Chaplains' Survey** the Report consists of a section under the caption "Causation of Crime". It is composed of chaplains' reports



from all of the seven penitentiaries. These officers were requested to analyze as far as possible the different factors which brought about the downfall of three groups of inmates, viz; Young Convicts under 21; First Offenders over 21; and Recidivists. Forty-two cases were selected in each group. For the first group, Young Convicts under 21 years, the delinquency causes are summarized as defective family life, parental neglect, lack of religious training, and individual personality defects.

A general conclusion covering all three groups is given as follows: "It appears evident that in the three classifications considered the main cause for delinquency may be traced back chiefly to the following factors: Lack of firm control at home, which in the case of young convicts at least may include, association with bad companions, lack of religious training, and intemperance".

Beside these conclusions, we place another viewpoint, too often overlooked in the search for crime causes. It is the opinion of that eminent authority Sheldon Glueck. "In criminal conduct", he states, "as in most other forms of human expression, every person has his individual resistance point, or if you will, breaking-point." He reasons that should Society raise its demands through some form of social stress, "it therefore taps a deeper layer of persons who will violate the law, because it has in this way brought further pressure to bear on those whose resistance capacity is at present stretched almost to

the breaking point." He then reaches this vital conclusion: "Thus the criminal act occurring at any given time is the outcome of constitutional and acquired personal social forces, and shows only that the individual's power of resistance has been overbalanced by the strength of other circumstances".

These views open up both familiar and unfamiliar fields as battle grounds for renewed attacks on delinquency and crime causation.

**A New Deal** Commissioner Gibson's report and recommendations is an epoch-making document. The recommendations of the Archambault Commission greatly influence the changes proposed by the Commissioner in the Penitentiary system.

However, on two important matters dealt with by the Royal Commission, it is evident that the "go slow" sign is out. The issue of Centralization, or co-ordinating the entire Penal System of Canada needs to be studied further. The question of a three-man Prison Commission for full administrative control as in Britain, recommended as basic to all reform proposals by the Archambault Commission, is to be substituted for the present by carrying on with one Commissioner, and moving up the two inspectors already in the Penitentiaries Department to the status of Deputy-Commissioners. The three-man Commission is not considered practical at the moment, and will be delayed until the question of Centralization is clarified.

There will be general disappointment with this recommendation. The late Justice Minister Ernest Lapointe was all for appointing the three Commissioners to plan and work for Centralization as well as for the other recommended reforms. There is the danger too, of this temporary expedient becoming final. The Archambault Commission was very insistent on moving the Penitentiaries Service away from departmental rule into the free atmosphere of an independent Prison Commission. Hence the three-man Prison Commission must be realized, or *the fundamental reform* recommended by the Archambault Commission is lost.

**Classification and Segregation** have both received careful thought by the Commissioner, for he has evolved what appears to be a workable institutional plan. Kingston and Manitoba Penitentiaries are to become centres for incorrigible and intractable prisoners. Collins Bay and Saskatchewan penitentiaries are to be used for the treatment of young and reformable types, with a new institution for this group in Quebec. A new project on Borstal lines away from penitentiary areas is also proposed for Quebec. In the Maritimes, because of the special youth problem there, a central

Prison Farm is suggested, as a provision for intermediary detention between the outmoded county jails and Dorchester penitentiary.

Other new developments include the removal of women from Kingston penitentiary to reformatories in their own provinces; an Officers Training School; modernized educational, vocational, industrial training and hospital services. A qualified classification officer will give each institution a secretary of its classification board, and recognition of and co-operation with "bona fide" Prisoners' Aid agencies will soon be an established fact.

The Commissioner believes his proposals to be the first stages, and should provide a sound basis for the further development of Penal Reform. Final action on the report rests with the House of Commons. In the main, the recommendations are good, and we believe with the Commissioner, that they give that greater emphasis on the reformative training and treatment that formed the main theme of the Archambault Commission's Report.

We congratulate Commissioner Gibson, and our best wishes go with him in the constructive leadership in penal matters he has already displayed.

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**S**OME of the aims and objects of the United Nations Educational, Scientific and Cultural Organization were summarized by its Executive Secretary, Dr. Julian Huxley, in a BBC broadcast as follows: "We want to get rid of illiteracy, to see that more educational opportunities are provided in backward countries, to spread the butter of scientific research more evenly over the world's bread."

## *U.S.A. Attorney General at Hamilton*

FOR many years the Board of Directors of the Big Brother Association of Hamilton Inc. have achieved recognition for the successful planning of annual dinner meetings and for their ability to obtain the services of outstanding guest speakers. On February 26th, the Association held its twentieth annual meeting with the President, W. A. Machin, in the chair and with the Executive Secretary, Reg. D. Stott, presenting his twentieth consecutive report.

The guest speaker was the Hon. Tom C. Clark, the Attorney General of the United States. He was introduced by Col. the Hon. C. W. G. Gibson, M.C., V.D., K.C., Secretary of State of Canada; and the vote of thanks was moved by Hon. Leslie E. Blackwell, K.C., Attorney General of Ontario.

Mr. Clark's topic, "Our Youth and the Future", treated with a rare combination of humour and seriousness, won the rapt attention of the large audience in the flag-canopied banquet room. Some thought-provoking paragraphs from Mr. Clark's speech follow.

"This speech of mine tonight is thirty-two pages and was written for me by a Harvard man, but my train leaves at 9.05 and I would much rather just talk to you from my heart."

"I have had a most enjoyable time since arriving this morning and I had the pleasure of having lunch with your Secretary of State. I have met and talked to the fine

people at the head table and have shaken some of your hands."

"As we sit in this Royal Connaught Hotel tonight, decorated with your flags and mine, with the toasts to your King and my President, one would not have to be inspired to say what he believes in his heart and to think not only of the Big Brother Association of Hamilton but the Big Brother Associations of Canada and of the United States. I bring you greetings, therefore, from your friends of the United States, and from my 'Boss'. He said to me before I left—'Tell them, Tom, that we are all big brothers together.' We are brothers closer than allies, closer than good neighbours, and are members of the same family and so shall we remain.

"We have several problems in common, not only in North America but in South America as well. One of the chief problems is to bring home to our children the real value of citizenship, especially the value of that citizenship when our countries are so attached as they are. We must build the foundations well for tomorrow."

"Not long ago I visited an institution for juveniles in the United States. Some five hundred boys were there. As I looked at them on Christmas day I thought maybe they are just here for a short time, but I asked Edgar Hoover if he would give me some delinquency statistics. (The scope of the juvenile courts in the various States

includes boys of 16-20 years of age.) The following is recorded: 52% of juvenile first offenders end up in the penitentiary; for those who violate the law twice the percentage jumps to 63%; and for those in trouble three times, 75% find their way to the penitentiary. I came to the conclusion that reformation did not work—at least not with the 52% first offenders. We decided last fall at Washington at the National Conference on the study and control of juvenile delinquency that PREVENTION was THE solution. May I say that I regard the individual work that Big Brother Associations are doing to be one of the most effective methods of dealing with boys who are in need of friendly help and guidance during their formative years. I am glad to see that the Big Brother Associations in Canada and the United States are getting together for a concerted and united attack on this serious problem through the recent establishment of the 'Big Brothers of America'.

"What we need in the United States and Canada is a little more of the three R's—all standing for the word RESPECT. First, respect for the home, for mother and father, respect for sister and brother, and I would stress also respect for the boy by his parents and elders. I think we must bring

home to the parents of our countries their responsibilities when they bring children into the world. From my experience, most of the trouble starts from broken homes where respect for each other and happy family relationships are lacking. Secondly, we have forgotten our respect towards religion. We seem to have forgotten our respect for God. In my day, we children were brought up faithfully to attend church and Sunday School. We would do well to think upon this point. Third, is respect for law and justice; proper respect for authority, and due respect for those who have been placed in charge of its administration. Your country and mine will be immeasurably stronger if our children are taught respect for the home, respect for the church, and respect for the law."

"You have done much through your Big Brother Association to cut down juvenile delinquency here in Hamilton. The record shows a decrease of almost 50% from what it was in 1936. Any city should be proud to show such a decrease. I hope some day you may visit the Department of Justice at Washington and I hope your visit will be as pleasant as mine has been to-day. So I bid you adieu. Bless your hearts, and good-night."

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*The 23rd Annual Meeting of the International Council for Exceptional Children, of which Dr. Florence Dunlop of Ottawa is President, will be held in the Chateau Laurier Hotel, May 11-14. The problems of the exceptionally gifted child as well as the deaf, crippled or otherwise handicapped child will be dealt with by outstanding speakers from the United States and the Dominion. Board members and social workers are cordially invited to attend the sessions.*



## ACROSS CANADA

**Family Courts** Winnipeg has seen actual steps taken for the establishment of a Family Court during March. The Attorney General has proposed an amendment to the Child Welfare Act to enable such courts to be established. The Family Bureau, the Council of Social Agencies, and the local branch of the Canadian Association of Social Workers have all been studying this subject and made representations to the Attorney General requesting this development.

**New Avenues For Service** The Junior Hospital League of Edmonton is to be congratulated on a new venture, the Emergency Housekeeper Service, which they are operating with the help of supervisory staff provided by the Edmonton Family Welfare Bureau. The need for such a service, which helps keep families together in times of illness, is apparent everywhere and other volunteer groups may find the idea helpful.

Another interesting volunteer service is reported from Windsor where the May Court Club has presented the Children's Aid Society with a new reception centre and observation home. Following wartime service to the Red Cross, the May Court Club has chosen this way of returning to its pre-war program of service to children.

### Institute For Volunteers

Hamilton is looking ahead to an Institute for volunteers and professional staff members of agencies, which is to be conducted by Mrs. Charles Monroe of the Association of Junior Leagues of America, New York.

### Regional Conferences

With such distinguished visitors as Dr. W. I. Newstetter, Dean of the School of Applied Science, Pittsburg, Lulu Scott of the St. Paul Family Service, Lucille Quinlan, Supervisor of In-Service Training, Division of Social Welfare for the State of Minnesota, Dr. George F. Davidson, Deputy Minister of Welfare, Ottawa, J. H. Creighton, Chairman of the Old Age Pension Board of British Columbia, Joy A. Maines, Executive Secretary of the Canadian Association of Social Workers, the First Biennial Western Regional Conference on Social Work gets under way April 21-23, theme: *Health and Welfare Services in Western Canada*.

Delegates from social agencies in the Maritime Provinces met recently in Moncton, N.B., to discuss organization of a Maritime Conference on Social Work. The meeting was held under the auspices of the Nova Scotia Branch of the Canadian Association of Social Workers and thirty-six representa-

tives of twenty-five agencies were present. Saint John, N.B., will be host to the Conference next October.

The Thirty-second Annual Conference of the Association of Children's Aid Societies of the Province of Ontario will be held on May 9th and 10th in the General Brock Hotel, Niagara Falls, with an anticipated attendance of 300. Among the speakers will be Miss Maud Morlock, Consultant, Social Service Division of the U.S. Children's Bureau, Professor William Line of the Department of Psychology, University of Toronto, Mr. A. R. Virgin, Director of Reform Institutions, Ontario, and Mr. B. W. Heise, Deputy Minister of Welfare for Ontario.

A major interest of the Association at present is the subject of the observation, care and treatment of the emotionally disturbed child, and several developments in this field, leading to scientific institutional care for children who cannot be readily adjusted to foster homes, is under way.

**Care of the Aged** This long neglected area of service is coming more and more to be recognized as a public responsibility and Prince Rupert, B.C., is to be congratulated on the establishment of an attractive and well designed Old Men's Home. Other cities in British Columbia, are planning for similar developments.

**Borstal** The re-opening of New Haven as a Borstal institution in Vancouver, B.C., is shortly to take place. This was

doing good work before the war and it is an encouraging sign of revived interest in penal reform that it has been possible to re-establish this so quickly.

**Toronto School of Social Work Grants Degrees** The degrees of Bachelor of Social Work and Master of Social Work have been established in the School of Social Work of the University of Toronto by action of the Senate of the University on February 14, later approved by the Board of Governors.

These two new degrees will become the standard credentials to be obtained by students in the School of Social Work in place of the Diploma in Social Work which has been previously offered. To students entering the School with the B.A. degree, the degree of Bachelor of Social Work will be given for one year of study; while to those who pursue an additional year of study and who complete a research project, the degree of Master of Social Work will be awarded. The administration of the Master's degree will be supervised by the School of Graduate Studies. Thus the program of the School of Social Work, which has recently been placed for all practical purposes upon a graduate basis, will become formally part of the scheme of graduate professional education which is carried on by the University.

The adoption of these new degrees marks an important step forward in the development of the School of Social Work. From its

beginnings in 1914 the School has grown steadily in importance and has been greatly expanded and strengthened since the conclusion of the war. In substituting the Master's degree for the former diploma, the School will follow the precedent set by other graduate schools of social work in Canada and the United States during recent years. The standards of work for the new degrees will be high, as modern education for social work requires. In adopting these degrees the University affirms its intention to offer graduate education for the profession of social work on the highest possible level.

**Camp Training** A Camp Training Centre is being organized under the direction of Professor

Charles E. Hendry of the Toronto School of Social Work, which is sponsoring the course jointly with the Taylor Statten Camps. It will be held at Algonquin Park from June 20th to June 29th.

Dr. Stuart Jaffary and other members of the **Penal Reform** faculty will collaborate with the Penitentiaries Branch of the Dominion Department of Justice in organizing a short training course for educational officers of the Dominion Penitentiaries to be held at the University in May, 1947. This will be one of the steps in the new program of rehabilitation being introduced in the penitentiaries under the recently appointed Commissioner, General Ralph Gibson.

## ABOUT PEOPLE

H. E. Sabine, formerly with the Winnipeg City Police Public Welfare Department, has been appointed Supervisor of Welfare Services for the Manitoba Regional Department of Health and Welfare, Family Allowance Branch, succeeding Miss Jean Christie whose resignation was recently announced.

Miriam Ferns, formerly with the Children's Aid Society of Winnipeg, joined the Adoption Staff of the Public Welfare Division recently.

Dr. Leonard C. Marsh has been added to the faculty of the University of British Columbia, Department of Social Work, at least until the end of this term. He is supervising second year research projects, preparing first



## ABOUT PEOPLE

year students for beginning work of their theses, and he will also give a series of lectures on Dominion-Provincial Relations and on housing as part of the public welfare course.

The resignation of Helen Burgess, General Secretary of the Halifax Welfare Bureau, to take effect in June, has been announced.

The Board of Evangelism and Social Service of the United Church of Canada announces that the Rev. W. G. Berry, M.A., B.D., Dip. Theol. (Oxon), minister of King Memorial, Winnipeg, has been named as assistant secretary of the Board of Evangelism and Social Service to the United Church of Canada.

The National Council of the Young Women's Christian Association reports the appointment of Miss Rae Abernethy and Miss Agnes Roy as General Field Secretaries. These are two new positions created in response to requests from local branches and designed to keep them in closer touch with the National Council.

Marcelle St. Martin, formerly Director of the Dependents' Board of Trustees office in Quebec City, has been appointed executive director of the Social Service Department of St. Justine's Hospital, Montreal. Miss St. Martin is a graduate of the Montreal School of Social Work and worked for some time with the Bureau d'Assistance Sociale Aux Familles in Montreal.

Mrs. Mary Chaffee goes to Stormont, Dundas and Glengarry Counties Children's Aid, replacing Marion Cabeldu.

Walter Kelsey has been appointed executive assistant and campaign secretary of the Montreal Welfare Federation, replacing the late C. C. Robertson.

Gwen Fife joins the adult education staff of the Province of Saskatchewan as Field Organizer of Community Centre Planning. She will meet representative groups from interested communities, and will advise them as to type of suitable community centres, and suggest future social and cultural

programs. Graduating from the University of Toronto with a B.A. degree. Miss Fife studied Fine Arts for eighteen months in Europe and ten months in England. She has taken post-graduate work in social science, and has had wide experience in group work in Canadian and United States cities.

Retirement of Winnifred Learmonth, veteran Montreal social worker, and head of the University Settlement House, is announced. Miss Learmonth has been active in welfare organization in Montreal for thirty-three years, and has held a variety of positions, including that of General Secretary of the Family Welfare Association.

Another old timer who is retiring is Mrs. Polly Bacon of the Manitoba Provincial staff. She has given twenty-six years service and has made a great contribution to the development of the Department.

The Department of Veterans Affairs announces the appointment of Dorothy Runnels, formerly with the Ottawa Children's Aid Society, and Louise Gordon of the Dependents Board of Trustees, as social workers in their head office. Freda Johannesson has been appointed to the district office of DVA at Ottawa and Mrs. Moira Stewart of Calgary to the district office there.

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#### PHYLLIS BURNS JOINS COUNCIL STAFF

*The Canadian Welfare Council is happy to announce that Miss Kathryn Phyllis Burns will join its staff on July 1st as Secretary of the Child Welfare Division.*

*A native Haligonian, Miss Burns was educated at Dalhousie University and the School of Social Work of the University of Toronto. She has had casework experience with the Women's Directory and Children's Service Association in Montreal, and with the Family Service Bureau of Hamilton. Since 1944 she has been Assistant Director of the Maritime School of Social Work. All those who were at Halifax in 1946 will remember Miss Burns as the indefatigable and dynamic Secretary of the Canadian Conference on Social Work.*

## GOVERNMENT AND . . .

(Continued from page 20)

gram may be integrated in one province. Ontario and Quebec are each big enough to have substantial institutional programs of their own for short term adult inmates and for juveniles, while there are interesting possibilities of co-operative action between the Prairie provinces and the Maritimes. The point I want to make is that centralization of the adult institutions is not necessarily tremendously important. At any rate, it is not the most important issue, which is to work out an integrated delinquency program for Canada. I believe that we might have reasonably good success in reaching this objective if the Dominion were to continue to operate only the penitentiaries, while the rest of the institutions were left to the provinces. This is on the assumption that the Dominion performs effectively a second major function in delinquency control, which I have called leadership and which could be implemented practically by Ottawa through "technical service" and "grants-in-aid".

In order to give technical service, the Dominion might establish the "Bureau of Delinquency Control", or an office with a somewhat similar title which would represent a sort of general staff for national planning regarding the treatment and the prevention of delinquency. Its major activities would be something as follows:

1. *Information.* Facts and figures are obviously needed to provide the basis for an intelligent attack on delin-

quency. Further collection of statistical material, research into the causes and the characteristics of crime, analysis of the experience of all agencies dealing with delinquents, the publication of factual and analytical reports, and the education of the public—these are essential jobs which no government in Canada has yet undertaken to any significant extent. The job can best be done at the national level by a small expert staff.

2. *Planning.* The Bureau should undertake the preparation of material on standards and on procedures which would be helpful to the directors of the various public institutions, to Provincial and local governments, and to private agencies. Model pieces of legislation to be adopted by the provinces, if necessary, regarding probation, parole, and aftercare, might be prepared. Technical work could be undertaken on the layout and the equipment of institutions. Standards for personnel might be drafted and widely circulated.

3. *Co-ordination.* It would be the task of the Bureau to take all possible measures to co-ordinate the various phases of the delinquency program, Dominion, provincial, local, and private. The treatment of delinquency alone, not to mention prevention cuts across virtually all aspects of the social services. Our social services are administered by several different Dominion departments, as well as by various departments in each of the provinces, and by a great many local governments and private agencies. The co-ordination of these necessary activities is a complicated task which must be cultivated consciously if the various sections and divisions of the whole system are to keep somewhat in step with one another. The method of conference between interested agencies and individuals is an obvious means of co-ordination.

tion. Surely it would be very appropriate, for example, for the Dominion Bureau of Delinquency Control to call such a national conference as the one recently summoned by the Attorney General of the United States to develop a national attack on delinquency in that country. The federal bureau would be the appropriate agency in Canada to summon not only one but many such conferences and to develop amongst the participants a common understanding of the contribution which each one should make in the common cause. It might be desirable for the bureau to bring into being a national advisory council on delinquency with functions somewhat similar to those which the National Health Council has had for many years.

*4. Field Service.* The bureau should be in a position to provide technical field service for provincial, local, and private agencies dealing with delinquency. There are many problems with respect to which the smaller organizations require technical assistance. The layout of a new building, the organization of psychiatric service, the development of personnel standards for probation officers or parole officers, the development of institutional education, and the planning of procedures in juvenile court work, are questions of a type upon which there is often very great need for technical advice. A small staff of Dominion officers, qualified to give assistance on these and other problems to provincial and local authorities, should prove to be invaluable. It is worth noting here that such a field staff would not force its attention upon any province or any local government, but would simply represent a resource which the appropriate agency could draw upon in case of need.

*5. Promotion.* Within the limits to be set by considerations of diplomacy and provincial and local autonomy,

the bureau should, and could, do much to promote improvement in the treatment and the prevention of delinquency. Essentially this would be an educational job.

However, the Dominion's efforts to promote a good program of treatment and prevention would be greatly assisted by the employment of one additional device—grants-in-aid towards particular purposes. Grants might be made toward the operation of provincial institutions for adults (assuming that these were not transferred to Dominion administration), juvenile training schools, probation services, parole services, and juvenile courts. Grants might also be made to private agencies concerned with aftercare of released prisoners, and to other private agencies concerned with the delinquency problem. To the universities, grants might be made towards the training of personnel and towards research. The amount of money involved in such grants need not be large, particularly if the Dominion and the provinces agree upon a general redistribution of finances and of responsibilities for social services, as is now under consideration. But even if there is a general realignment of revenues and social service responsibilities between the Dominion and the provinces, there is still room for a considerable range of specific grants-in-aid from Ottawa to encourage the provinces in developing certain programs which are of value, and which comply with national standards. The proposed Dominion Bureau of Delinquency Control will be in a much stronger

position to persuade the provinces of the validity of its suggestions for improvement if it can offer some financial assistance, even on a moderate scale.

There is nothing new in these suggestions of technical service and grants-in-aid as a means of implementing the principle of Dominion leadership. The Dominion is doing this sort of thing now in other fields, such as health and vocational education. In Great Britain and the United States, the central government employs these techniques with respect to a wide range of services operated by the lower levels of government. The Canadian Welfare Council in its latest policy statement regarding the Canadian social services, *Dominion-Provincial Relations and Social Security* advocates technical bureaus and grants-in-aid as "an indispensable element of federal leadership which has been largely lacking in the Dominion administration of social services previously". I do not recollect having seen much reference to this pattern in the delinquency field. But I see no reason why it is not as necessary here as it is in connection with public health or agriculture or education or forestry or other branches of administration where responsibility is divided between the Dominion on the one hand and the provincial and local governments on the other hand.

The important thing to stress about the proposal for a Dominion Bureau of Delinquency Control is not that it would solve the delinquency problem forthwith, but

rather that it would guarantee that we have a *process* for tackling the problem. It is usually better to have a process for solving problems than to "solve" any particular one, for there is no guarantee that the problem will stay solved. Those which appear to be settled have an awkward habit of arising again in apparently new forms to trouble us. We need not fool ourselves into believing that any particular measure is going to settle a social issue to the satisfaction of ourselves and of future generations. We shall be wise if we set up the machinery for seeking those various solutions which, in the light of changing circumstances, appear to be desirable.

How should the Dominion program be organized at Ottawa? I am not at all sure that it belongs in the Department of Justice, where the Penitentiaries Branch is at the present time. Nor am I sure that it would be developed under a commission of three members, as the Archambault Report suggests. It seems to me that the most likely place for the Dominion program with its two major elements, operation of penal institutions and national leadership, is the Department of National Health and Welfare. A correctional program properly planned and operated is essentially a welfare service: It is closely related to the other services which normally come under a welfare department. The federal delinquency agency would surely find a hospitable home in the great department which has done so much during its brief two years of life to bring together in orderly fashion

the Dominion's varied interests in the fields of health and welfare. The delinquency program will probably have more chance of constructive and healthy development in Health and Welfare than in Justice, which in the nature of things is primarily concerned with the administration of justice and with law enforcement, rather than with the promotion of individual and social welfare.

#### **The Role of the Provincial and the Local Governments**

The role of the provinces, the local governments, and the private agencies, in the integrated national system of delinquency control will be to build up the services under their own jurisdiction. There are, of course, many questions as to just how the provincial governments and the municipalities and other organs of local government should divide responsibilities. Presumably, the provinces will continue to operate juvenile training schools, if not some adult institutions. If they have an institutional program at all they will be responsible for parole services. Presumably, they will continue to be responsible for legislation regarding juvenile courts, which may or may not be operated under the jurisdiction of local governments. It may be appropriate for the provincial governments to set up juvenile courts entirely under their own jurisdiction, as was proposed in British Columbia in 1936 by the Advisory Committee on Juvenile Delinquency. If they do not do this they must be very much concerned

with the supervision of the work of the juvenile courts established on a local basis. They must make adequate provision for probation service. Provincial responsibility in connection with delinquency control should certainly be centralized in some branch of government, preferably, I should think, in a division of corrections under the welfare department. Such a division should be responsible for the operation of institutions, for parole and probation, and for supervision of such delinquency control activities as may be undertaken by local governments. It should be a clearing house of information for delinquency control activities in the province under public or private auspices. It should be an integrating and co-ordinating agency (in the sense of planning, education, and persuasion, rather more than of direct administration) in the same way as the Federal Bureau of Delinquency Control. It should do everything possible to stimulate the development of those parts of the program which are under the jurisdiction of other agencies, as well as to put its own immediate house in order. In so far as part of the program is carried on by local governments and private agencies the provincial division of corrections may use the device of grants-in-aid to encourage the development of good standards.

Here, too, I stress the process for achieving a solution of the problem rather than the solutions to be anticipated. We all know a great many things that need to be done. Juvenile courts must be expanded

in their jurisdiction so that they cover the whole country rather than only the larger cities and more populous districts as at present. Great improvement in our parole services, with skilled and qualified parole officers, is essential. Trained probation officers must be attached to all juvenile and adult courts, and the method of probation must be far more widely employed. Provisions for aftercare by organizations like the John Howard Society must be greatly extended. Courts and institutions must learn to use skilled psychiatric service far better than in the past, and these psychiatric services must be made available. Inmates of institutions must be properly classified, and must be given training appropriate to their individual characteristics of their special needs. The police must be educated to collaborate more effectively in the process of treatment as well as to play a preventive role. The point that I want to stress here, and to stress again and again, is that *we must have effective machinery at the provincial level as well as at Ottawa to bring these steps about if we are to get effective action.*

In conclusion, may I emphasize again that penal reform alone is

not enough, because a penal system represents only a part (and not necessarily the most important part) of a program for the treatment of delinquency. It touches scarcely at all the still more important item of prevention. Control of delinquency by means of treatment and prevention involves fundamental reforms in our social services and the correction of a wide range of social ills. What we need is a national attack on the delinquency problem under the leadership of the Dominion Government. This leadership may be made effective by Dominion technical service and grants-in-aid to the provinces, which in turn should integrate their delinquency program and should give leadership to local governments and private agencies within their boundaries. In this way there may develop a partnership between our three levels of government and private effort directed towards our central goal, the elimination of crime from our social life.

With boldness and vision in Ottawa it should be possible for us in Canada to mobilize a great crusade against the problems of crime which now shock and distress our people.

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#### A UNDESIRABLE PERIODICAL LITERATURE

A BRIEF has been presented to the Saskatchewan Library Advisory Council on *The Problem of Controlling The Reading of Undesirable Periodical Literature* which has been prepared by the Provincial Librarian, Mrs. Austin Bothwell, Regina, Sask., from whom copies may be obtained.

The brief deals with types of undesirable periodical literature and gives a very fair statement of the pros and cons in connection with each type. Problems in regard to circulation and control are discussed. There are also practical suggestions in regard to a "counter-attack" on the problem in general and the "immunization" of children in particular.

# BOOK REVIEWS



**SOCIAL WORK YEAR BOOK, 1947.** Russell H. Kurtz, Editor. Russell Sage Foundation. 1947. 714 pp. Price \$3.50.

Canadians will be grateful to the Editor for including for the first time an article describing Canadian social work. Seven pages, written by Dr. Harry M. Cassidy, Director of the Toronto School of Social Work, sketch both public and private social services and the social work movement in the Dominion. An additional four pages list seventeen selected Canadian national agencies, both governmental and voluntary.

Two other articles appear for the first time, one "Alcoholism," and the other, "Psychological Testing in Social Welfare".

Dr. Tiebout, Physician-in-Charge at Blythewood, Greenwich, Conn., states that recently alcoholism "has begun to be viewed objectively as a problem to be approached in the same scientific spirit that has characterized efforts to solve the problems of cancer, tuberculosis, heart diseases, and mental illness. It is coming to be regarded less as a problem of morals than of health." Alcoholics Anonymous, which now appears in the Year Book's directory of national voluntary agencies, with a head office in New York, is stated to have a membership of 24,000 in 752 groups scattered all over the

United States, Canada, Australia, Brazil, Finland, Mexico and New Zealand.

Thirteen pages are devoted to "Foreign Relief and Rehabilitation"; and another long article, written by Ruth Larned, Director, American Branch, International Migration Service, describes "International Social Work." She says: "With the unparalleled destruction to civilian life of World War II, the uprooting of whole sections of the population, and the ruthless tearing apart of families and displacement of millions of people, the need for international social case work has led to inception of special programs for refugees and displaced persons which has extended across frontiers."

Altogether, in Part I of this new edition of the Year Book, there are 79 topical articles, each written by an authority on the subject. Part II, occupying over one hundred pages, consists of directories of national governmental and voluntary agencies.

Although the coverage is mainly the United States, every bit of the contents is of interest and much is extremely valuable to Canadians. In no other volume is there to be found such a factual, cross-section view of organization and practice in the various social work fields. It is indeed a volume to have within reach at all times. E.G.

**AGING SUCCESSFULLY**, by George Lawton. Columbia University, New York. 1946. 266 pp. Price \$2.75.

This new book on old age places a heavy responsibility upon all people interested in the rearing and training of children. Dr. Lawton points out, in his preface, that "the best time to prepare for old age is in childhood", and later warns us that maturity is just a detour on the road from childhood to old age. The term "second childhood" is deemed most appropriate and we are shown how food prejudices, fears, temper tantrums characteristic of a certain child, turn up again, in the same person, in old age, even though in the meantime he may appear to have made a fairly satisfactory adjustment to his world.

To save the older reader from complete despair he tells us that although we may think we are too old to change, that we are really "not too old to try". In the chapter "To invite trouble after fifty", many pitfalls of old age are clearly marked with a danger sign and even the spoiled child, arriving at later maturity, need not fall into the hole unless he deliberately chooses to do so.

Dr. Lawton underlines the important principle that participation, not retirement, is what the normal older person wants. He therefore advocates that the personnel departments of industries

add a Job Re-allocation Bureau to their services, in order that retirement to, not from, jobs may become an accepted employment practice. This new type of approach will mean the retention of the older workers in industry but will "reduce the hours, arduousness, and difficulty of the job as changes in the worker's pattern of abilities and interests make it necessary".

Two chapters, "A private talk with your older self" and "A bill of rights for old age" particularly challenge the attention of those interested in the aged. The latter chapter describes the radio program prepared by a group of old people.

To those of us who are making plans for old people, the following practical recommendations are made: "recreation centres and clubs; city playgrounds; sheltered workshops like those of the Goodwill Industries; a job placement bureau for those past 50; large-print editions of past and modern outstanding books; a fund to provide country holidays and summer camps for older people; a revolving fund to offer loans without interest to those over 60 who are planning to set up their own business; a fund for publishing the writings of old people when no commercial publisher would be interested."

JEAN M. GOOD,

*Secretary, Division on Old Age, Welfare Council Department, Community Chest of Greater Toronto.*

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**T**HE UNESCO task, as distinct from that of UNRRA, is to assist in restoring the means for the increase and dissemination of knowledge destroyed or critically interrupted by the war.

## New Journal to Coordinate Social Sciences Internationally

**A** NEW quarterly journal, *Human Relations*, has been organized to serve as a channel in which work in the various social sciences may converge for comparative study at an international level. It is announced jointly by the Tavistock Institute of Human Relations, London, England, the Research Center for Group Dynamics, Massachusetts Institute of Technology. It will be edited by two committees drawn from the staffs of those

organizations. The first issue will appear shortly.

*Human Relations* is planned to supplement more specialized journals by providing side by side comparison of related work in sociology, psychology, economics, anthropology, psychiatry and other disciplines. Need for this journal arises from a growing necessity to integrate the social sciences.

### Among the Publications Added to the Council Library

**C**ONFERENCE on International Social Case Work Problems Arising from the Presence of American Troops in Foreign Countries, held May 1, 1946, under the Auspices of the Social Case Work Council of the National Social Welfare Assembly, New York.

A Summary of the Conference Proceedings is now in the Canadian Welfare Council library and contains a great deal of useful and valuable information for Canadian agencies interested in similar problems, as they affect Canadian service personnel, and anxious to know what is being done in the United States. Copies may be purchased from the National Welfare Assembly, Inc., 1790 Broadway, New York 19, N.Y., at a cost of 25c each.

*Group Process in Administration*, Harleigh B. Trecker. Woman's Press, 600 Lexington Avenue, New York, 22, N.Y. 1946. \$2.75.

*Recreation and the Total Responsibility*, Ray Johns. Association Press, 347 Madison Avenue, New York City, N.Y. 1946. \$3.00.

*The Co-operative Process Among National Social Agencies*, S. R. Slavson. Association Press, 347 Madison Avenue, New York, N.Y. 1946. \$3.00.

*Marriages are Not Made in Heaven*, Janet Fowler Nelson, Ph.D., and Margaret Hiller. Woman's Press, 600 Lexington Avenue, New York, 22, N.Y. 1939. \$1.75.

*Social Work Year Book*. Edited by Russell H. Kurtz. Russell Sage Foundation, New York, N.Y. \$3.50.

*Recruitment and Training of Youth Leaders and Organizers*. His Majesty's Stationery Office, London, England. 1946.

*Case Work Approach to Sex Delinquents*, Rosa Wessel. Pennsylvania School of Social Work, Philadelphia 3, Pa. 1947. \$1.50.

*Institutions for Child Care and Treatment*, Mary Lois Pyles. Child Welfare League of America, Inc., 130 East 22nd Street, New York, 10, N.Y. 1947. 50 cents.

*Small Communities in Action*, Jean and Jess Gordon. Harper and Bros., New York, N.Y. 1946. \$3.75.

*Aging Successfully*, George Lawton. Columbia University Press, New York, N.Y. 1946. \$2.75.

*Counseling and Psychotherapy*, Carl R. Rogers. Houghton Mifflin Company, New York, N.Y. 1946. \$3.60.





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**WEDNESDAY, MAY 7th**

- ★ Three Workshop Sessions running concurrently during morning and afternoon on Recreation, Casework Policies, and subjects of interest to Community Chests and Councils.
- ★ Dinner Meeting and Panel Discussion.  
Address: CURRENT TRENDS IN COMMUNITY ORGANIZATION AND PLANNING.  
Speaker: Merrill F. Krughoff, Associate, Health and Welfare Planning Department, Community Chests and Councils, Inc., New York.  
Discussion Leader: Charles E. Hendry, Professor, School of Social Work, University of Toronto.  
Motion Pictures: Selected Welfare Subjects, National Film Board.

**THURSDAY, MAY 8th**

- ★ Meetings of Canadian Welfare Council Divisions—Discussion of 1947-48 Plans, led by Chairmen of Divisions.
- ★ General Sessions—Reports of the Year's Work and Election of Officers.  
Proposals for Expanding the Services of the Canadian Welfare Council—Philip S. Fisher, President.
- ★ Panel Discussion—Led by Dr. Harry M. Cassidy, Director, Toronto School of Social Work.  
Subject: WHAT IS THE CANADIAN WELFARE COUNCIL'S PLATFORM ON PUBLIC WELFARE?
- ★ Annual Banquet.  
Address: TOWARDS A MORE ADEQUATE PROGRAM OF SOCIAL SECURITY FOR CANADIANS.  
Speaker: The Honourable Paul Martin, K.C., Minister of National Health and Welfare.  
Reply to the Speaker: Judge Thomas Tremblay.

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